

Message Text

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ACTION ACDA-10

INFO OCT-01 EUR-12 ACDE-00 ISO-00 SSO-00 NSCE-00 USIE-00

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FM USMISSION NATO

TO SECSTATE WASHDC IMMEDIATE 3748

SECDEF WASHDC IMMEDIATE

INFO AMEMBASSY BONN

AMEMBASSY LONDON

USDEL MBFR VIENNA

USNMR SHAPE

USCINCEUR

S E C R E T USNATO 5257

E.O. 11652: GDS

TAGS: PARM, NATO, MBFR

SUBJECT: MBFR: DEFINITION OF FORCES: GUIDANCE FOR THE NEXT ROUND

REF: A) USNATO 5208 DTG 241521Z SEP 75

B) STATE 224489 DTG 192339 SEPT 75

C) USNATO 5188 DTG 231546Z SEP 75

D) AC/276-D(75)8

1. THE SPC BEGAN CONSIDERATION ON SEPTEMBER 25 OF THE INITIAL DRAFT OF GUIDANCE TO THE AHG ON DEFINITION OF FORCES (REF A). THE CHAIRMAN (KILLHAM) POINTED OUT THAT WITH THE AHG RESUMING NEGOTIATIONS ON SEPTEMBER 26, THE REQUIREMENT FOR GUIDANCE IS URGENT. HE URGED THAT THE SPC ATTEMPT TO FINISH THIS GUIDANCE PRIOR TO THE OCTOBER 8 NAC.

2. THE DANISH REP (VILLADSEN) SAID HE COULD PERSONALLY ACCEPT THE GUIDANCE AS IT STANDS. IN HIS VIEW, HOWEVER, A COMMITMENT TO DISCUSS
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ANOMALIES ALSO IMPLIES A COMMITMENT TO RECTIFY THOSE SAME ANOMALIES. IF THE ALLIES ACCEPT SUCH A COMMITMENT, EVEN IF ONLY IN INTERIM GUIDANCE, IT IS BOUND TO ALSO IMPACT ON OTHER ALLIED POSITIONS, SUCH AS ON AIR MANPOWER AND SERVICE SUBCEILINGS. THE ALLIES

SHOULD RECOGNIZE THIS FACT.

3. THE UK REP (BAILES) SAID THAT HER AUTHORITIES HAVE NOT TAKEN A POSITION ON THE DRAFT GUIDANCE; HOWEVER, THEY HAD COMMENTED ON THE US POSITION PAPER (REF B). LONDON HAS REITERATED THE TWO POINTS SHE MENTIONED AFTER THE INTRODUCTION OF THE US PAPER (REF C). THE ALLIES MUST FIRST RESTATE THEIR CONTINUED PREFERENCE FOR THE UNIFORM PRINCIPLE AND SECOND, STRESS THAT THERE MUST BE AN EXCHANGE OF DATA BEFORE AGREEING ON ANY SPECIFIC ANOMALIES. AS A TACTICAL CONSIDERATION LONDON BELIEVES THAT THE ALLIES SHOULD NOT MAKE ANY SUBSTANTIAL MOVES ON THE DEFINITIONS ISSUE UNTIL THEY HAVE EXTRACTED AN EXCHANGE OF DATA FROM THE OTHER SIDE. IF NECESSARY, THE ALLIES SHOULD STIFFEN THEIR POSITION ON THE NEED FOR AN EXCHANGE OF DATA. AS A SUBSTANTIVE CONSIDERATION, THE UK AUTHORITIES SHARE THE CONCERN EXPRESSED BY THE DANISH REP, THAT PREMATURE MOVES BY THE ALLIES WILL PREJUDICE OTHER ALLIED POSITIONS BY, FOR EXAMPLE, CRATING A LARGER DISPARITY IN AIR MANPOWER AND THUS MAKING MORE DIFFICULT THE INCLUSION OF AIR MANPOWER IN THE COMMON CEILING. THE UK REP ASKED PARAS 4C AND 5 OF THE INITIAL DRAFT BE BRACKETED.

4. THE FRG REP (HOYNCK) SAID HIS AUTHORITIES WERE ALSO TROUBLED BY PARA 4 AND THE FIRST SENTENCE OF PARA 5. THE FRG AUTHORITIES ACCEPT THE FINDING OF PARAS 26 AND 33C OF THE MBFR WORKING GROUP REPORT (REF D) THAT THE PRESENT ALLIED APPROACH TO FORCE DEFINITIONS IS PREFERABLE. THE ALLIES SHOULD NOT PREJUDGE THE DEFINITION ISSUE BY ENVISAGING ANY PARTICULAR RECATEGORIZATION OF FORCES. HE SUGGESTED ON A PERSONAL BASIS THAT THE ENDING OF THE FIRST SENTENCE OF PARA 4C MIGHT BE AMENDED TO READ: "... THE ALLIES MIGHT BE PREPARED TO DISCUSS WAYS OF RESOLVING THE ANOMALIES IN THESE THREE SPECIFIC CASES." THE SECOND SENTENCE WOULD REMAIN UNCHANGED.

5. US REP (MOORE) SAID US AGREED FULLY WITH UK AND FRG ON NEED TO MAINTAIN AUTHORITY OF THE ALLIED UNIFORM PRINCIPLE. HE NOTED THAT US STATED IN ITS PAPER THAT TO MAINTAIN THE AUTHORITY OF THIS PRINCIPLE IT IS NECESSARY TO DEAL WITH THE THREE ANOMALIES THE EAST HAS RAISED. US AGREES WITH UK ON
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NEED FOR DATA EXCHANGE, BUT REFUSAL TO ADDRESS THE EASTERN PROPOSAL COULD BE USED BY EAST AS AN EXCUSE TO REFUSE DATA EXCHANGE. THE THIRD GOAL IN THE US PAPER DID NOT STATE THAT THE ALLIES "WOULD AGREE" ON ANYTHING, AND PREJUDICED NO ONE'S POSITION; AND NEITHER DID GOAL C IN THE DRAFT GUIDANCE, IN WHICH INFORMAL DRAFTING GROUP HAD SOUGHT TO ACCOMMODATE UK.

6. THE CANADIAN RAP (BARTLEMAN) SUGGESTED THE PROBLEM MAY BE PARTIALLY SEMANTIC. PARAS 4A AND 4B OF THE DRAFT GUIDANCE ARE CLEARLY "GOALS" TO BE ACHIEVED IN ANY DEFINATION DISCUSSION. PARA 4C, HOWEVER, IS NOT SO MUCH A GOAL TO BE SOUGHT AS A DESCRIPTION OF A PROBLEM ARISING FROM THE UNIFORM PRINCIPLE OF DEFINITION. HE SUGGESTED PARA 4C MIGHT BETTER

STAND ALONE, RATHER THAN AS A "GOAL".

4. THE UK REP SAID IT IS NOT JUST THE POSITION OF PARA 4C THAT BOTHERED THE UK. THE UK WOULD BE WILLING TO DISCUSS A SOLUTION TO THE THREE ANOMALIES, BUT ONLY AFTER AN EXCHANGE OF DATA. SHE WOULD PREFER TO SKIP FROM PARA 4B TO THE FIRST SENTENCE IN PARA 6 OF THE DRAFT GUIDANCE.

8. THE FRG REP FELT THE RECOMMENDED GERMAN PHRASE IN PARA 4C WAS VERY CLOSE TO THE FIRST SENTENCE IN PARA 6. IT MAKES THE LINKAGE BETWEEN RESOLVING THE THREE ANOMALIES AND AN EXCHANGE OF DATA VERY CLEAR AND IT AVOIDS THE COMMITMENT IN THE EXISTING DRAFT THAT THE SAME TYPES OF FORCES MUST BE ASSIGNED TO THE SAME FORCE CATEGORIES, A COMMITMENT THAT BONN DOES NOT WISH TO MAKE AT THIS STAGE.

9. THE UK REP DISAGREED THAT THE FRG LANGUAGE IS NEUTRAL. SHE THOUGHT THAT SUGGESTING "WAYS OF RESOLVING THE ANOMALIES" TENDED TO PREJUDGE THE ISSUE. SHE SUGGESTED MODIFYING THE FRG PHRASE TO READ: "...WAYS OF RESOLVING DIFFICULTIES POINTED OUT BY THE EAST."

10. THE FRG REP SAID HIS AUTHORITIES FOLLOW THE SAME GENERAL LINE OF THINKING AS THE UK; PARA 4C APPEARED TO PRE-JUDGE THE ISSUE IN FAVOR OF RECATEGORIZATION. AND BONN WOULD NOT WANT TO RULE OUT A SOLUTION NOT INVOLVING RECATEGORIZATION. HE SUGGESTED AS AN EVEN MORE NEUTRAL ENDING TO THE FIRST SENTENCE IN PARA 4C: "...AND SSM PERSONNEL--WAYS WILL HAVE TO BE FOUND TO
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RESOLVE THE DIFFICULTIES IN THESE THREE SPECIFIC CASES."

11. THE DANISH REP RETURNED TO THE POINT THAT PARA 4C IS NOT THE SAME AS PARAS 4A AND B. THE IS DISARMAMENT STAFF REP (PABSCH) ASKED IF IT SHOULD BE A SEPARATE PARAGRAPH. THE US REP SAID THAT IT SHOULD NOT; PARA 4C IS STILL A GOAL IN THE SENSE THAT IT LOOKS TO DISCUSSIONS TO FIND A SOLUTION TO THE ANOMALIES ISSUE.

12. THE IS WILL PREPARE A REVISED DRAFT OF THE PROPOSED GUIDANCE WITH PARAS 4C AND 5 BRACKETED PER UK REQUEST AND ALTERNATIVE LANGUAGE FOR THE ENDING OF THE FIRST SENTENCE IN PARA 4C PER THE FRG SUGGESTION IN PARA 10 ABOVE.

13. ACTION REQUESTED: REQUEST COMMENT ON PARA 4C OF DRAFT GUIDANCE IN TIME FOR THE SPC MEETING ON SEPTEMBER 29, IN LIGHT OF THE ABOVE DISCUSSION. BRUCE

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